# Message Text

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**UNCLAS STATE 296689** 

VIENNA FOR UNIDO, PARIS FOR OECD, ROME FOR FODAG

E.O. 11652: N/A

TAGS: UNIDO, OCON, EIND

SUBJECT: PREPARATORY MEETING FOR UNIDO CONSULTATION ON IRON AND STEEL INDUSTRY

REF: (A) STATE 293935, (B) VIENNA 9698

1. MISSION SHOULD TRANSMIT CONTENTS OF THIS CABLE TO US EXPERT MONNETT AS BACKGROUND FOR MEETING ENVISIONED-IN REFTEL A . INSTRUCTIONS ON USE OF THIS MATERIAL WITH SECRETARIAT TO FOLLOW SEPTEL. UNCLASSIFIED UNCLASSIFIED

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2. INTERAGENCY GROUP COMPRISING STATE, AID, COMMERCE, AND LABOR AGREES THAT FOUR MOST USEFUL ISSUES FOR CONSIDERATION -- AS MODIFIED IN EXPLANATION BELOW --

AT FEBRUARY UNIDO FIRST CONSULTATION ON IRON AND STEEL INDUSTRY WOULD BE: ISSUE 1, FUTURE REQUIREMENTS; ISSUE 2, RAW MATERIALS AND FUEL REQUIREMENTS; ISSUE 7, TRADE; AND ISSUE 6, INVESTMENT REQUIREMENTS. NEXT MOST APPROPRIATE SUBJECTS WOULD BE ISSUE 3, TECHNOLOGY AND; ISSUE 4, HUMAN RESOURCES. OF LOWEST PRIORITY TO MEET NEEDS OF DEVELOPING COUNTRIES, IN THE VIEW OF THE INTERAGENCY GROUP, WOULD BE ISSUE 5, CAPITAL GOODS.

- 3. WITH REGARD TO AIDE-MEMOIRE ON FIRST CONSULTATION ON THE IRON AND STEEL INDUSTRY, US CANNOT INDICATE POSSIBILITIES OF PARTICIPATION BY DECEMBER 1, 1976 AS REQUESTED IN PARAGRAPH 21, GIVEN FACT THAT AGENDA WILL BE DISTRIBUTED ONLY IN JANUARY AS INDICATED IN PARAGRAPH 12. AS IS CASE WITH FERTILIZER CONSULTATION, PARTICIPATION WILL DEPEND ON TIMELINESS AND QUALITY OF DOCUMENTATION AS WELL AS ASSUMPTIONS AND OBJECTIVES ESTABLISHED FOR IRON AND STEEL CONSULTATION.
- 4. GROUP'S COMMENTS ON PRIORITY ISSUES FOLLOW:
- -- 1 FUTURE REQUIREMENTS:

(A) GROUP AGREED FIRST PRIORITY IS DISCUSSION OF THIS ISSUE, WITH CAREFUL EXAMINATION OF UNIDO ASSUMP-TIONS AND PROJECTIONS. WE ARE ESPECIALLY INTERESTED IN ARRIVING AT A PROJECTION OF STEEL REQUIREMENTS IN THE FUTURE BY COUNTRY AND BY PRODUCT. PROJECTIONS TO YEAR 2000 MUST BE CONSIDERED VERY SUSPECT; PROJECTIONS TO 1985 MAY BE VALID BASIS FOR DISCUSSION. ISSUE 1A. AS STATED IS VAGUE. SETTING TARGETS TO REACH EITHER ASSUMED OR POLITICAL GOALS IS INAPPROPRIATE AND DOES NOT PROVIDE REALISTIC BASIS FOR PRACTICAL ACTION. USG WILL BE OPEN-MINDED REGARDING PROJECTED WORLD STEEL NEEDS AND ENTER DISCUSSIONS ON BEST APPROACH TO ASSESS THEM; THEN TO SATISFY THEM (ISSUE 1B). UNCLASSIFIED UNCLASSIFIED

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(B) EXPANSION OF WORLD STEEL CAPACITY IS INDEED ESSENTIAL TO GROWTH IN WORLD STANDARD OF LIVING, ESPECIALLY LDC'S. BUT REDISTRIBUTION OF OUTPUT, IN OUR VIEW, IS GOVERNED BY ECONOMICS, AS DETERMINED BY MARKETS, RAW MATERIALS, SKILLS AND CAPITAL, NOT BY POLITICAL CONTESTS, TO BE "ALLOCATED" OR TARGETED. APPROACH BASED ON ECONOMIC FACTORS COULD VERY WELL RESULT IN MORE LDC STEEL FACILITIES THAN TARGETING, SINCE RAW MATERIALS, FUELS AND NEW MARKETS ARE THERE IN CERTAIN CASES. CAPITAL, GIVEN A POSITIVE INVESTMENT CLIMATE, WOULD OBVIOUSLY FOLLOW.

(C) ISSUE 1C CONCERNING SOURCES OF TECHNICAL ASSISTANCE TO DESIGN, CONSTRUCT, AND OPERATE MILLS WHOSE PURPOSE AND ECONOMIC VALIDITY IS NOT YET APPARENT, IS CONSIDERED PREMATURE FOR DISCUSSION AT THIS TIME.

(D) BROAD CONSIDERATION OF NEED BY COUNTRY AND REGION IS MOST USEFUL (ISSUE 1D) IF PROPOSED SOLUTIONS COMPREHEND AN EVOLUTIONARY PROCESS TAKING ADVANTAGE,

STEP BY STEP, OF LOCAL RESOURCES AS WELL AS LOCAL MARKETS. UNECONOMIC STEEL MILLS, (A) WOULD HINDER LDC DEVELOPMENT BY DIVERTING SCARCE CAPITAL AND SKILLS; (B) WOULD NOT CORRECT THEIR BALANCE OF PAYMENT DEFICITS, NOR PROVIDE EXPORT OPPORTUNITY OR THE SO-CALLED LOCAL MANUFACTURING MULTIPLIER EFFECT SOUGHT. WE BELIEVE IT IMPORTANT THAT CONSULTATION CONSIDER EACH COUNTRY AS UNIQUE, WITH ITS OWN PROBLEMS AND ITS OWN ABILITY TO RAISE AND ALLOCATE CAPITAL.

#### -- 2 - RAW MATERIALS AND FUEL REOUIREMENTS

(A) CONSIDERATION OF AVAILABILITY AND COSTS OF RAW MATERIALS, PARTICULARLY: IRON ORE, COKING COAL, MANGANESE, FERROUS SCRAP, AND KEY ALLOYING MATERIALS, IS ESSENTIAL TO ANY DISCUSSION OF AND PLANNING FOR THE ESTABLISHMENT OF STEELMAKING FACILITIES IN DEVELOPING COUNTRIES. AT THE PRESENT TIME, PRODUCTION AND TRADE IN STEEL MAKING MATERIALS IS BASICALLY UNCLASSIFIED

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TAILORED TO THE NEEDS OF EXISTING INDUSTRY IN MAJOR STEEL PRODUCING AREAS LIKE THE EC, JAPAN, AND THE US. DEVELOPMENT OF NEW STEEL-MAKING CAPACITY IN DEVELOPING COUNTRIES WILL DOUBTLESS NECESSITATE CONSIDERABLE EXPANSION IN PRODUCTION OF STEEL MAKING MATERIALS, MANY OF WHICH ARE LOCATED IN DEVELOPING COUNTRIES. THE AMOUNT OF FINANCING NEEDED TO OPEN UP NEW MINES AND CONSTRUCT BENEFICIATING AND TRANSPORTATION FACILITIES FOR MATERIALS SUCH AS IRON ORE AND COAL IS HUGE. IN ADDITION, LEAD-TIMES FOR DEVELOP-MENT OF THESE RESOURCES IS LONG. AND DECISIONS ON INVESTMENT WOULD NEED TO BE TAKEN WELL BEFORE OR IN CLOSE CONJUNCTION WITH THE EXPANSION OF STEEL MAKING CAPACITY ITSELF. CAREFUL CALCULATION OF THE AVAIL-ABILITY OF COKING COALS AND FERROUS SCRAP ARE PARTICU-LARLY CRITICAL, SINCE THESE MATERIALS WOULD NEED TO BE IMPORTED, AND SUPPLY IS LIMITED. AVAILABILITY OF THESE MATERIALS HAS A DIRECT BEARING ON THE TYPE OF STEELMAKING TECHNOLOGY THAT COULD BE USED. A COMPRE-HENSIVE STUDY OF THE RAW MATERIAL SITUATION INCLUDING PRESENT SUPPLY CAPACITY, MINING EXPANSION NOW IN

PROGRESS AND THAT CONTEMPLATED SHOULD BE A MATTER OF HIGH PRIORITY FOR SUBSEQUENT CONSULTATIONS. SUCH A STUDY WOULD BE BENEFICIAL TO ALL COUNTRIES -- BOTH DEVELOPED AND DEVELOPING.

(B) STEPS WHICH COULD BE TAKEN TO PROMOTE INTERNATIONAL COOPERATION TO ENCOURAGE NEW MINING, BENEFICIATING, AND MORE ECONOMIC USE OF RAW MATERIALS AND FUELS SHOULD ALSO BE A MATTER OF HIGH PRIORITY FOR STUDY

AND DISCUSSION. SOME ASPECTS OF THESE TOPICS ARE ALREADY BEING TAKEN UP IN THE CONTEXT OF THE MULTI-LATERAL TRADE NEGOTIATIONS AND IN OTHER INTERNATIONAL FORA AND THIS SHOULD BE KEPT IN MIND TO AVOID OVERLAP AND DUPLICATION OF EFFORT. A DISCUSSION OF THESE TOPICS AS PART OF THE UNIDO STEEL CONSULTATIONS SHOULD, THEREFORE, BE PREFACED BY A REPORT FROM THE SECRETARIAT SUMMARIZING THE SCOPE, PROGRESS, AND TIMETABLE OF ACTIONS ON THESE TOPICS IN OTHER INTERNATIONAL BODIES.

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(C) MEASURES NEEDED TO PROMOTE MUTUALLY ADVANTAGEOUS EXCHANGE OF RAW MATERIALS AND FUELS ARE TO SOME EXTENT ALSO THE SUBJECT OF DISCUSSION IN OTHER INTERNATIONAL FORA. PROGRESS ON SPECIFIC MEASURES COULD BE INCLUDED IN A SECRETARIAT STUDY OF ISSUE 2(B). DISCUSSIONS OF SPECIFIC MEASURES FOR EXCHANGE OF RAW MATERIALS BASED ON LONG TERM PROJECTIONS TO THE YEAR 2000 SEEM AT THIS POINT TO BE PREMATURE AND SHOULD AWAIT A CLEARER IDEA OF THE QUANTITIES OF MATERIALS INVOLVED AND AN ASSESSMENT OF APPLICABLE MARKET CONDITIONS WITHIN THE TIME FRAME CONTEMPLATED. WE BELIEVE DISCUSSIONS OF SPECIFICS UNDER 2(C) SHOULD BE POSTPONED UNTIL THE GENERAL CONCEPTS AND SCOPE OF STEEL EXPANSION, EITHER COUNTRY BY COUNTRY OR ON SOME REGIONAL BASIS, ARE BETTER DEFINED.

### -- 7 - INTERNATIONAL TRADE IMPLICATIONS

INTERNATIONAL TRADE IS ONE OF THE MOST IMPORTANT ISSUES SUGGESTED FOR THE AGENDA OF UNIDO'S MEETING ON STEEL, AND SHOULD BE GIVEN A HIGH PRIORITY. THE TARIFF AND NONTARIFF BARRIERS WHICH AFFECT TRADE IN STEEL MILL PRODUCTS AND STEELMAKING RAW MATERIALS ARE BEING CONSIDERED IN THE MULTILATERAL TRADE NEGOTIATIONS UNDERWAY IN GATT. IN CONDUCTING THE OVERALL NEGOTIATIONS, THE DEVELOPED COUNTRIES HAVE AGREED TO GIVE SPECIAL AND DIFFERENTIAL TREATMENT TO DEVELOPING COUNTRIES. IN RECENT YEARS APPROXIMATELY 25 PERCENT OF WORLD STEEL PRODUCTION HAS MOVED ACROSS

#### INTERNATIONAL BORDERS.

STEEL USERS IN MANY COUNTRIES HAVE THUS BENEFITED FROM INTERNATIONAL TRADE IN STEEL. IT IS RECOGNIZED, OF COURSE, THAT BECAUSE THE STEEL INDUSTRY IS VERY CYCLICAL WITH WIDE SWINGS IN OUTPUT, IMPORTED STEEL CAN CAUSE TEMPORARY DISRUPTIONS IN SOME MARKETS. IMPORTING CAN BE A BENEFICIAL ALTERNATIVE FOR SOME DEVELOPING COUNTRIES TO PRODUCING STEEL LOCALLY, AT LEAST FOR SOME, IF NOT ALL, STEEL MILL PRODUCTS

AND UNTIL THE MARKET JUSTIFIES LOCAL PRODUCTION. UNCLASSIFIED UNCLASSIFIED

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THIS IS ESPECIALLY TRUE FOR THOSE COUNTRIES WHICH HAVE VERY SMALL MARKETS AND LACK STEELMAKING RAW MATERIALS. THE INSTALLATION OF UNECONOMIC STEEL PLANTS THAT WOULD OPERATE AT A LOW RATE OF CAPACITY COULD BE WASTEFUL OF LIMITED CAPITAL RESOURCES THAT MIGHT BE USED ON MORE VIABLE PROJECTS IN OTHER SECTORS OF INDUSTRY. CONSTRUCTION OF NEW STEEL PLANTS THAT, AFTER CAREFUL ANALYSIS, PROVE TO BE TECHNICALLY AND ECONOMICALLY FEASIBLE ARE LIKELY TO PROCEED AND OBTAIN THE NECESSARY FUNDS. IN SUCH CASES EACH INDIVIDUAL COUNTRY WOULD HAVE TO DECIDE ON ITS NATIONAL PRIORITIES AND DETERMINE IF AND WHEN SCARCE INVESTMENT FUNDS SHOULD BE USED TO CONSTRUCT A STEEL PLANT.

-- 6 - INVESTMENT AND FINANCIAL REQUIREMENTS FOR EXPANSION OF THE WORLD'S IRON AND STEEL INDUSTRY

(A) THE QUESTION OF ESTIMATED CAPITAL AND FINANCING REQUIREMENTS IS HIGH ON THE SCALE OF PRIORITIES AND FOLLOWS CLOSELY ON (1) THE COMPREHENSIVE AND ACCURATE ASSESSMENT OF WORLD SUPPLY/DEMAND PROJECTIONS FOR STEEL IMPLIED IN ISSUE 1 AND (2) THE AVAILABILITY OF SUPPLIES OF STEEL MAKING RAW MATERIALS, WHICH IS THE SUBJECT OF ISSUE 2. BECAUSE OF THE MANY VARIABLES, BOTH DEPENDENT AND INDEPENDENT, WHICH MUST BE CON-SIDERED IN ANY ANALYSIS OF FUTURE CAPITAL REQUIREMENTS. ONLY VERY SKETCHY AND TENTATIVE CONCLUSIONS HAVE BEEN REACHED BY EXPERTS - AND THESE MOSTLY CONFINED TO CAPITAL REQUIREMENTS FOR DEVELOPED COUNTRIES. ONE IMPORTANT CONSIDERATION IS THAT ANY CAPITAL REQUIRE-MENTS ARE NOT RESTRICTED TO STEEL MAKING PLANT AND EQUIPMENT ALONE. DISCUSSION OF SUCH REQUIREMENTS MUST ALSO TAKE INTO ACCOUNT THE NECESSITY OF FUNDS FOR DEVELOPMENT OF MINING, BENEFICIATION, AND TRANSPORTATION OF RAW MATERIALS AND INFRA-STRUCTURE COSTS TO SUPPORT A STEEL INDUSTRY. THESE COSTS MAY VARY WIDELY FROM COUNTRY TO COUNTRY.

(B) THE IMPLICATIONS OF THE WORDING OF ISSUE 6(B) ARE NOT CLEAR, SPECIFICALLY THE RELATIONSHIP BETWEEN THE MULTIPLIER EFFECTS OF THE STEEL INDUSTRY IN THE PROCESS UNCLASSIFIED UNCLASSIFIED

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OF INDUSTRIALIZATION AND THE PROFITABILITY OF THE STEEL INDUSTRY ITSELF. IN OUR VIEW, AN INDUSTRY SHOULD BE ABLE TO STAND ON ITS OWN, MAINTAINING PROFITABILITY WITHOUT CONTINUED GOVERNMENTAL ASSISTANCE AND SUBSIDIES. SHOULD SUCH A CONDITION NOT APPLY IN AN INDIVIDUAL COUNTRY, A REGIONAL SOLUTION MIGHT BE CONSIDERED. BEFORE COMMITMENT TO CONSTRUCTION OF A

NEW STEEL INDUSTRY, HOWEVER, THE QUESTION OF WHETHER OR NOT THE GOALS OF INDUSTRIALIZATION ARE BETTER SERVED BY IMPORTS OR BY CREATING A WHOLE NEW INDUSTRY FROM SCRATCH MUST BE SERIOUSLY EVALUATED ON A COST/BENEFITS BASIS IN THE WIDEST POSSIBLE SENSE, INCLUDING ECONOMIC AND POLITICAL AS WELL AS SOCIAL COSTS.

(C) ISSUES (C), (D), AND (E) REFER TO THE EXPERIENCE
TO DATE OF DEVELOPING COUNTRIES IN OBTAINING INVESTMENT,
IN INTERNATIONAL BIDDING AND TURN-KEY CONTRACTS,
AND IN LOCAL CURRENCY FINANCING. A PRESENTATION OF
ACTUAL DEVELOPING COUNTRY EXPERIENCES ON THESE SUBJECTS
WOULD PROVIDE A USEFUL BASIS FOR FURTHER ANALYSIS
AND COMMENT BY EXPERTS.

(D) AS IN THE CASE OF OTHER ISSUES LISTED FOR DISCUSSION, THE QUESTION OF IMMEDIATE MEASURES THAT COULD BE CONSIDERED TO ASSIST DEVELOPING COUNTRIES IN SETTING UP/EXPANDING THE STEEL INDUSTRY (ISSUE F) MUST AWAIT A SATISFACTORY ASSESSMENT OF THE DEMAND FOR STEEL IN DEVELOPING AND DEVELOPED COUNTRIES, THE AVAILABLE RESOURCES TO MEET IT, AND THE BEST WAY OF GOING ABOUT FILLING ANY DEFICIENCY. IN OTHER WORDS, IT MUST FIRST BE ABUNDANTLY CLEAR WHAT THE PROBLEMS ARE BEFORE MEASURES TO RESOLVE THEM CAN BE USEFULLY DISCUSSED OR IMPLEMENTED.

5. COMMENTS ON LOWER PRIORITY ISSUES FOLLOW:

ISSUE 3 - TECHNOLOGICAL ALTERNATIVES

TECHNOLOGICAL ALTERNATIVES IS AN ISSUE THAT WILL UNCLASSIFIED UNCLASSIFIED

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INEVITABLY BE DISCUSSED UNDER SOME OF THE OTHER ISSUES ON THE PROPOSED AGENDA, SUCH AS UNDER RAW MATERIALS. THEREFORE, THIS ISSUE COULD BE DROPPED OR COMBINED WITH RAW MATERIALS OR OTHER AGENDA ISSUES FOR DISCUSSION AT THE MEETING.

#### ISSUE 4 - HUMAN RESOURCES

THE SUB-QUESTIONS UNDER ISSUE 4 ARE ADDRESSED PRIMARILY TOWARD ESTABLISHING TECHNICAL CONSULTANCIES AND MANAGEMENT/TECHNICAL TRAINING BY THE DEVELOPED COUNTRIES IN THE DEVELOPING COUNTRIES FOR THE PURPOSE OF ADVISING AND TRAINING LOCAL PERSONNEL TO RUN AND MAINTAIN WHATEVER TYPE OF IRON AND STEEL PRODUCTION IS INTRODUCED. THE STEEL INDUSTRY IS A HIGH-TECHNOLOGY BASIC INDUSTRY WHICH DOES NOT, OF ITSELF, GENERATE A

LARGE NUMBER OF JOBS. IT DOES PRODUCE MATERIALS WHICH ARE USED IN SOME FORM IN OTHER MANUFACTURING INDUSTRIES WHICH THEORETICALLY WOULD EMPLOY A LARGE NUMBER OF PEOPLE.

AT THE PRESENT TIME IT WOULD BE EXTREMELY DIFFICULT TO DETERMINE THE CONSULTANCY AND TRAINING NEEDS OF PRODUCTION TARGETED FOR 1985-2000 UNTIL THE ISSUES OF FUTURE PRODUCTION REQUIREMENTS, INTERNATIONAL TRADE, INVESTMENT, RAW MATERIALS, AND TECHNOLOGY ARE STUDIED AND POLICIES FORMULATED, WHICH WOULD TAKE INTO CONSIDERATION DEVELOPING COUNTRIES INFRASTRUCTURE PROBLEMS.

FOLLOWING THIS, THE MANPOWER AND TRAINING NEEDS OF THE APPROPRIATE LDC'S CAN BE ASCERTAINED.

ISSUE 5 - POTENTIAL FOR THE MANUFACTURE OF CAPITAL GOODS FOR THE IRON AND STEEL INDUSTRY IN DEVELOPING COUNTRIES

THE HISTORIC PATTERN OF A NEW COUNTRY ENTERING INTO THE STEEL INDUSTRY HAS BEEN TO IMPORT THE CAPITAL GOODS REQUIRED AND TO CONTINUE IMPORTING FOR MANY UNCLASSIFIED UNCLASSIFIED

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YEARS.

THE TECHNOLOGY REQUIRED FOR THE MANUFACTURE OF CAPITAL GOODS FOR THE IRON AND STEEL INDUSTRY IS QUITE SOPHISTICATED AND LOCATED IN RELATIVELY FEW COUNTRIES. THERE IS ALSO A LIMITED NUMBER OF TECHNICIANS AVAILABLE AND THE TRAINING PERIOD FOR NEW TECHNICIANS WOULD BE LONG AND EXPENSIVE.

THERE CAN BE NO ACCURATE REQUIREMENT ESTABLISHED FOR THESE CAPITAL GOODS UNTIL CONSIDERATION HAS BEEN GIVEN FIRST TO SETTING UP IRON AND STEEL INDUSTRIES IN PARTICULAR DEVELOPING COUNTRIES, AND EVEN THEN, SHOULD ONLY BE CONSIDERED ON A CASE BY CASE BASIS.

IT IS THEREFORE RECOMMENDED THAT THIS ISSUE BE GIVEN THE LOWEST PRIORITY OR DROPPED COMPLETELY TILL THE ABOVE ISSUES ARE SETTLED.

6. FYI: REGARDING DISCUSSION OF ISSUE NO. 7 ON INTERNATIONAL TRADE IMPLICATIONS, THE APPROPRIATE FORUM FOR NEGOTIATION OF TARIFF AND NON-TARIFF BARRIERS, AS WELL AS OF SPECIAL AND DIFFERENTIAL TREATMENT OF DEVELOPING COUNTRY TRADE IS THE MTN NOT UNIDO. CONSEQUENTLY, WE RECOMMEND THAT THE US EXPERT NOT REPEAT NOT ENGAGE IN ANY DETAILED DISCUSSIONS OF THESE SUBJECTS, INSTEAD REFERRING THESE SUBJECTS TO THE MTN. THE US HAS ANNOUNCED THAT IT WILL SEEK A SECTORAL NEGOTIATION IN STEEL IN THE MTN DIRECTED AT DEALING WITH CYCLICAL DISTORTIONS TO STEEL TRADE WHILE LIBERALIZING THE CONDITIONS OF SUCH TRADE. KISSINGER

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